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List of issues and questions in relation to the ninth periodic report of Colombia

Addendum

Replies of Colombia to the list of issues and questions*

[Date received: 9 November 2018]

* The present document is being issued without formal editing.

Please recycle

Introduction

1. The process of preparing the replies to the list of issues was led by the Ministry of Foreign Affairs, with the support of the Presidential Council for Women's Equity and the participation of the relevant national institutions.

2. The exercise began in the second half of 2018, with a view to providing the Committee with replies and to renewing the commitment of the State of Colombia to guarantee, promote, protect and defend the human rights of women and girls throughout the country.

3. An inter-institutional workshop, supported by the United Nations Entity for Gender Equality and the Empowerment of Women (UN-Women) and the expert Line Bareiro, was held on 30 October 2018 to raise awareness among public officials and in the relevant institutions regarding the main themes of the Convention and to study the technical and logistical aspects of the substantiation of replies, which must be preceded by the transmission of the list of issues.

Constitutional, legislative and institutional framework

4. The State of Colombia is taking steps to incorporate the principle of equality and a gender-sensitive, differential approach into its policies, plans and programmes in the executive, judicial and legislative branches of public administration.

5. Colombia is moving forward in its implementation of the 2030 Agenda for Sustainable Development, in line with the guidelines issued by the High-level Inter-institutional Commission for the Preparation and Effective Implementation of the Post-2015 Development Agenda and the Sustainable Development Goals.[1]

6. The strategy for achieving the Sustainable Development Goals is set out in National Council on Economic and Social Policy document 3918/2018, which provides a road map for the integrated, indivisible promotion of gender equality through clear, specific measures to address the targets and dimensions of Goal 5. The document includes a set of indicators directly related to the problems, interests and needs of Colombian women. An online platform, administered by the National Statistical Office and the National Planning Department, has been set up for monitoring purposes.

7. With regard to cross-sectoral discrimination, the Ministry of the Interior is working for and with different population groups in vulnerable situations, including indigenous peoples; Afro-Colombians; persons from the Palenquero and Raizal ethnic groups; Roma; women; lesbian, gay, bisexual, transgender and intersex persons; persons with disabilities; and human rights defenders.

8. Steps for improving the production and dissemination of statistics are set forth under the country's national statistical plan for 2017-2022 (Decree No. 1743/2016). The plan incorporates a differential and intersectional approach to generate inputs and analysis regarding the specific features of population groups in terms of gender, disability, ethnicity, life course and other socioeconomic characteristics, as well as intersections between those variables.

9. The National Statistical Office worked with ethnic communities on the design and implementation of the national population and housing census of 2018. The process of involving them was structured in four stages (communication and

[1] Decree No. 0280/2015 establishing the High-level Inter-institutional Commission for the Preparation and Effective Implementation of the Post-2015 Development Agenda and the Sustainable Development Goals.

awareness-raising, learning, personnel management and data collection operation) and led to the inclusion of a question on people's self-recognition.

10. Under the Final Agreement for Ending the Conflict and Building a Stable and Lasting Peace (hereinafter the peace agreement), the cultural and ethnic diversity of peoples, communities and social groups and the different degrees to which they were affected by the armed conflict is recognized. A territorial, differential and gender-based approach is built into measures for implementing the peace agreement in order to make equality a reality for groups that are subject to discrimination. In that regard, the Framework Plan on the Implementation of the Peace Agreement contains targets and strategies and a list of 51 gender-related indicators.

11. The institutional and results assessment conducted in 2017 for the effective implementation of National Council on Economic and Social Policy documents 161 and 3784 provides key input for the current updating of the initiatives, targets and budgets required to effectively implement the policies set forth in those documents. Women, victims, and organizations and platforms representing victims took part in the assessment.

12. The Ministry of Agriculture and Rural Development has established 83 gender liaisons in the agriculture and fishing sectors at the national and subnational levels. In addition, the Panel on Gender, Women and Peace in the Rural Sector has been set up as an inter-institutional coordination mechanism to foster initiatives as the country becomes more stable following the peace agreement.

Access to justice

13. With a view to addressing obstacles preventing access by rural, indigenous and Afro-Colombian women to justice, the Presidential Council for Women's Equity guided the design and implementation of a methodology for building advocacy plans and agendas for indigenous and Afro-Colombian women in relation to the prevention of gender-based violence and to participation and leadership.

14. That process led to the design of seven such plans,[2] the production, with the participation of 200 women leaders, of an analysis of incidents of gender-based violence, 10 training and awareness-building sessions involving 203 women; and the strengthening of links between women's organizations and groups with local and regional institutions. Those methods can be replicated and are key to establishing advocacy agendas throughout the country.

15. The Attorney General's Office has adopted directives for prosecutors and judicial police officers on the parameters for ensuring due diligence in the investigation of cases of violence against women and establishing guidelines for protecting victims and preventing their revictimization. Those directives cover the protection of unaccompanied minors, femicide investigations and the criminal prosecution of cases of domestic violence.

16. In line with the interpretative criteria and mechanisms put in place to implement Agreement 10554/2016, the high court judges issued *Criterios de Equidad para una Administración de Justicia con Perspectiva de Género*, a publication on the criteria for achieving equity in the administration of justice by including a gender perspective, which has been widely disseminated and was recently updated. It is available on the judiciary website,[3] making it possible, without impinging on the independence of judicial officials, to consult those guiding criteria online and thereby determine

[2] Municipalities of Totoró, Buenos Aires, Guachené, Suárez, Puerto Tejada, Caloto, Santander de Quilichao and Popayán.

[3] https://www.ramajudicial.gov.co/web/comisión-nacional-de-genero/lista-de-verificación.

suspect categories (gender) and decide on the appropriate course of legal action (categories and subcategories). Once it is established that a particular case involves a gender component, the judicial officer makes an estimate of fees and costs that is favourable to women victims of gender-based violence.

17. The publication is a straightforward and practical tool to guide judicial officials in their legal analysis, resolution and judgment of cases and helps to ensure that due account is taken in court decisions of gender-related lines of argument and references in norms and conventions.

18. The judiciary has not yet evaluated the impact of jurisdictional coordination in relation to cases of sexual and domestic violence involving indigenous women. The collection of information on the principal problems associated with violence against women and children is of interest as the basis for cross-cutting content to be included in the training module on the special indigenous courts, which is in the design stage.

19. The Ministry of Justice is strengthening the ability of family services units[4] to address and prosecute cases involving gender-based violence, victim protection, coordination between the administrative authorities and the judiciary at the national and subnational levels, and service quality. It has also developed and disseminated various tools designed to facilitate access to justice, decision-making and follow-up on the application of protective measures (see paragraph 26 of the ninth periodic report (CEDAW/C/COL/9)). In 2018, work was done to boost the technical capacity of family services units in 12 priority municipalities in the departments of Cauca, Chocó and Nariño.

National machinery for the advancement of women

20. As a result of the presidential elections of 2018, the second highest office of the executive, that of Vice-President, will be held by a woman until the end of the current term in 2022. In accordance with Decree No. 1714/2018, she will provide support to the President in the area of gender equity, which will politically strengthen the national machinery for the advancement of women. Moreover, the budget allocated to the Presidential Council for Women's Equity for 2019 will be increased by 750 per cent over previous years.

21. With a view to promoting the participation and empowerment of women to help achieve sustainable development throughout the country, the Government's national development plan includes a chapter on gender equity for women.

22. The action plan provided for in National Council on Economic and Social Policy document 161 (see paragraph 11 above), under which the functions of the Intersectoral Commission will be modified in order to enhance its work, is currently being formulated.

23. The Presidential Council for Women's Equity, in its role as technical secretariat of the Intersectoral Commission, has developed and presented guidelines for the countrywide application of the national public policy on gender equity for women.[5] This tool promotes initiatives, adapted to local circumstances, to implement the policy by consolidating mechanisms for formal dialogue between women's organizations and the authorities through the harmonization of national and subnational policies, the drafting of local strategic programmes and the strengthening of mechanisms for the advancement of women and the mainstreaming of a gender perspective, including through gender-sensitive budgets.

[4] Under Decree No. 4840/2007, subnational bodies must register family services units with regional and local offices of the Colombian Family Welfare Institute.

[5] The publication was produced with the support of the International Republican Institute.

Women and peace and security

24. The 51 indicators envisaged in the Framework Plan are monitored through the integrated post-conflict information system, which is administered by the High-level Advisory Office for Post-Conflict Matters and provides information on progress in the mainstreaming of a gender perspective and the allocation of the related resources. The Presidential Council for Women's Equity has the task of producing monitoring reports to analyse such progress.

25. The Commission for Monitoring, Promoting, and Verifying the Implementation of the Final Agreement is composed of three high-level representatives of the Government (from the Office of the High Commissioner for Peace, the High-level Advisory Office for Post-Conflict Matters and the Ministry of the Interior) and three representatives of the Revolutionary Armed Forces of Colombia-People's Army (FARC-EP). The Commission has a technical secretariat staffed by Government representatives and former members of FARC-EP. Since its establishment, the Commission has been mandated to review draft laws relating to the implementation of the peace agreement and assess their compatibility with the provisions of that agreement.

26. The organization and operation of the Commission was updated through Decree No. 1417/2018, which also provides that representatives of FARC-EP may, subject to the law and other relevant norms, seek international support to foster the conditions and means necessary for them to conduct their work. In May 2018, the FARC-EP technical support team received funding from Norway and the resources were channelled through the United Nations Development Programme.

27. The Government, to help the Commission monitor and promote the implementation of the peace agreement, facilitates coordination among the relevant bodies to review progress in the incorporation of a gender perspective. Such coordination is necessary given that a gender perspective has been included in at least 25 pieces of legislation.

28. In order to ensure that a gender perspective is mainstreamed, Decree No. 1418/2018 establishing the Intersectoral Commission for Including a Gender Perspective in the Implementation of the Peace Agreement was issued in 2018. The draft Decree was reviewed by the Commission for Monitoring, Promoting, and Verifying the Implementation of the Final Agreement and submitted for discussion to the Special Women's Forum on Gender Mainstreaming Follow-up.

29. The task of the Intersectoral Commission is to coordinate, harmonize and foster the application of specific cross-cutting gender perspective measures in the implementation of the peace agreement and the Framework Plan. It must therefore maintain dialogue with all the entities working to promote, verify and implement the peace agreement, including the Commission and the Special Women's Forum.

30. The Special Women's Forum was established on 28 July 2017 and meets monthly. In December 2017, in line with Joint Communiqué No. 21, the representative for Afro-Colombian, black, Raizal and Palenquera women and five alternate representatives from around the country were selected.

31. Since its establishment, the Special Women's Forum has maintained dialogue with the Commission and the gender technical unit. In the course of 10 meetings they have addressed issues related to progress in the implementation of the peace agreement, the dissemination of the Framework Plan, the submission of a work plan to the Commission and the presentation of the strategy for reintegrating women ex-combatants.

32. Women were actively and openly involved in the decision-making bodies established for the period of transition to peace, and the ways in which their role in the process of dialogue and forging the peace agreement was historic and an international example are set out in volume VII of the *Biblioteca del Proceso de Paz con las FARC-EP* (Compendium on the Peace Process with FARC-EP), published in July 2018. They should play an equally important role in the implementation period.

33. To measure progress on gender parity in those decision-making bodies, National Council on Economic and Social Policy document 3918/2018 includes a national target for the indicator related to women in managerial positions, set at 44.5 per cent for 2018 and 50 per cent for 2030.

34. As the leading peace policy body, the Office of the High Commissioner for Peace held strategic meetings in 2018 with women's and lesbian, gay, bisexual and transgender organizations to ensure their involvement in peacebuilding.

35. With a view to providing full reparation to victims of the armed conflict, by making available tools to help people to rebuild their lives, a strategy for full reparation, coexistence and peace was designed and launched in the transitional local zones and points for normalization. In the first phase, 12,453 people received psychosocial support.

36. The recognition that the principal victims of sexual violence during the armed conflict were women is a major step forward in raising awareness regarding the disproportionate impact of such violence on women and the gender gaps that mainly affect women. The Victim Assistance and Comprehensive Reparation Unit is making headway in the area of women's rights and in addressing sexual violence, with the aim of ensuring that the specific effects of the violence on and needs of women are properly taken into account in all processes of support, assistance and full reparation, and thereby helping to surmount the structural factors of discrimination and violence that prevent women from fully enjoying their rights.

37. To make progress towards full reparation, overcome prejudices and stereotypes and thereby mitigate harm to individuals, society, families, communities and organizations, the Victim Assistance and Comprehensive Reparation Unit launched its individual reparation strategy for women victims of sexual violence in the context of the armed conflict (see paragraph 42 of the ninth periodic report). As of July 2018, 2,644 women had received assistance under the strategy, 975 more than reported in the periodic report.

38. As at 31 July 2018, a record number of administrative compensation settlements had been paid to 7,876 women victims of sexual violence for offences against sexual freedom and integrity, in a total amount of $47,995,176.

Temporary special measures

39. With a view to enhancing political and social participation in decision-making, the State of Colombia promotes the strengthening of women's organizations, in particular those registered in the database of community councils and organizations administered by the Ministry of the Interior, on matters of legislation concerning Afro-Colombians, ethnic rights, a differential approach and public policy and leadership.

40. In 2018, the Ministry of the Interior conducted 16 political training courses[6] for women in municipalities given priority under territorial development plans. The

[6] The course consists of four modules: the political system; inclusive democracy; political marketing; and political campaigns.

annual Summit of Elected Women is held to highlight, articulate and reinforce political advocacy and effective civic participation.

41. With regard to public policy on victims, the recognition of the ethnic and cultural diversity of the country and the need for differential approaches marks a significant step forward in terms of their participation. The protocol on the participation of victims is thus a unique instrument ensuring that differential approaches are taken into account.[7] Ethnic groups are directly represented by their traditional authorities. At present, 1,020 victim participation panels operate nationwide. Two representatives living abroad are on the national panel.

Discriminatory gender stereotypes and harmful practices

42. In order to deal with intersectional discrimination against women and change social and cultural patterns, the following measures are being taken in the health care, education and the public service:

- Since 2017, a health and gender baseline has been adopted in the health-care sector; through cooperative initiatives an analysis is being carried out using a comparative approach to health and gender that includes situations of inequality that affect women and men.
- The Ministry of Health and Social Security is updating its technical and methodological guidelines on mainstreaming a gender perspective in health and social security and its recommendations on incorporating the gender perspective in the comprehensive health-care policy and in the implementation of the comprehensive health-care model.
- The Ministry of Education is implementing its flexible education models as part of a sectoral policy strategy to reach vulnerable student populations in rural areas.
- The adoption of flexible working hours is being promoted in the public service. It is also planned to grant public servants paid time off to keep medical appointments, meet the special care needs of their minor children and dependants with disabilities and attend to care economy matters.

43. In accordance with National Council on Economic and Social Policy document 161, the Ministry of the Interior, in conjunction with the Ministry of Defence, is conducting a project on new forms of masculinity. It includes a communications strategy for empowering men and guaranteeing women a life free of violence. The first phase of the strategy is aimed at security forces personnel and local officials.

44. Since 2017, the Presidential Council for Women's Equity has, together with the Corporación Ensayos para la Promoción de la Cultura Política (a non-governmental organization for the promotion of political culture), led a process to build the advocacy capacity of Afro-Colombian and indigenous women victims of the armed conflict and enhance the role of institutions in relation to the prevention of gender-based violence and to participation and leadership. The process has been rolled out in the municipalities of Totoró, Buenos Aires, Guachené, Suárez, Puerto Tejada, Caloto, Santander de Quilichao and Popayán (see paragraph 14 above).

45. In 2017 and 2018, as part of the social environment component of its national citizenship training plan, the Ministry of Education conducted 10 "peace generation" camps involving students and teachers from across the 95 education boards with the

[7] In the case of older persons; persons with disabilities; young people; lesbian, gay, bisexual, transgender and intersex people; persons of African descent; Roma; indigenous persons; and women.

aim of strengthening citizenship skills in the exercise of human rights. Some 1,000 students and 600 teachers participated in the camps, with high priority given to indigenous and Afro-Colombian girls and women.

46. The health sector, with the support of relevant institutions, has led the drafting of an inter-institutional action plan to eradicate practices, especially female genital mutilation, harmful to the health and life of indigenous women and girls. Bearing in mind the firm commitment to prevent and eradicate female genital mutilation, the following developments under the plan are worth noting:

- The implementation of a health education activities project to develop the capacities of Embera Chamí and Embera Katío families and communities and to improve maternal, child and sexual and reproductive health, with the emphasis on preventing and addressing female genital mutilation.
- The provision of training on sexual and reproductive health, maternal and child health and the prevention of female genital mutilation to 1,593 people.
- Dialogue and coordination with 23 Embera Chamí birth attendants to devise and launch a community surveillance strategy for permanently monitoring cases of female genital mutilation, early childhood health and the health of pregnant women.
- The inclusion in the Integrated Information System on Gender-based Violence of female genital mutilation as a form of non-fatal sexual violence, with a view to reducing the underreporting of cases.
- Day for the presentation of projects related to the prevention and eradication of female genital mutilation. Prior to this initiative, joint activities by the Ministry of Health and Social Security, the National Indigenous Organization of Colombia, the Colombian Family Welfare Institute and district health centres were defined.
- Observance of the International Day of Zero Tolerance for Female Genital Mutilation through awareness-raising initiatives.

Violence against women

47. With the aim of comprehensively and appropriately preventing, addressing and punishing all forms of violence against women, a coordination mechanism on gender-based violence has been established. Through its four thematic subcommittees, it provides technical support for the management, implementation and monitoring of public policies.

48. The mechanism is led by the Ministry of Health and Social Security, the Presidential Council for Women's Equity and the Colombian Family Welfare Institute, which have focused on refining differential approaches and devising a comprehensive national information system on violence against women to complement the National Observatory on Violence.

49. According to data from the Oral Adversarial Criminal System, the Attorney General's Office has taken up 1,437 cases of femicide, of which 960 are active and 477 are inactive. In 412 cases, judgments have been issued, 397 of them convictions. Annex 1 specifies the stage of the proceedings in each case and annex 2 the provides details regarding the status of the judgments.

50. With regard to measures taken to eradicate impunity, addressing femicidal violence remains a strategic goal of the Attorney General's Office. With the promulgation of Act No. 1761/2015, an action plan was implemented to improve the

efficiency and effectiveness of investigations into this type of offence and ensure that the differential obligations enshrined in the Act are fulfilled.

51. The Attorney General's Office posts to each of its 35 local offices a prosecutor to whom it provides support, advice and technical and investigative assistance in the field. Each of those offices has a unit for monitoring femicide cases. As of August 2018, those units had examined 209 cases. In accordance with strategies put in place for women who need to have their cases expedited, investigations are monitored and given priority where the victim is exposed to a serious or severe risk of femicidal violence or where the perpetrators are repeat offenders.

52. The High Council of the Judiciary is monitoring the work of the courts throughout the country to determine the number of judgments handed down with a gender perspective and the degree to which national legislation and international law are invoked in court decisions. This involves verifying the application of the criteria for achieving equity (see paragraph 16 above), the case statistics and the reports on indicators related to the gender perspective and differential approaches, available through the virtual gender checklist tool. Those online reports provide details of the current status of the implementation and incorporation of the gender perspective in court decisions throughout the country.

53. Every year, the Attorney General's Office carries out an institutional training plan to better equip judicial officials to properly identify the root causes of gender-based violence. A course on femicidal violence and an online course on violence against women and femicide are available. They address the application of the principle of due diligence, the assessment of femicide risk factors and the directive on the investigation and prosecution of femicide.

54. As part of its annual training plan, the High Council of the Judiciary offers a training programme in mainstreaming a gender perspective in the administration of justice through the Rodrigo Lara Bonilla Judicial Academy. Family law judges were involved in the programme in 2018.

55. With regard to the measures taken to investigate and prosecute all cases of sexual abuse of girls, the Attorney General's Office has, in line with the principle of the best interests of the child, given priority to the investigation and prosecution of cases involving sexual violence against children and adolescents; all 35 of its local offices have been provided with case handling and investigation templates that give high priority to that population group.

56. To ensure that the Sexual Violence Investigation and Prosecution Protocol is properly applied, the Attorney General's Office is strengthening its training programmes so that prosecutors and judicial officials can achieve the standards required for investigating cases of sexual violence in line with the Protocol.[8] In addition, the checklist designed for investigating cases of sexual violence is a practical guide that complements and expands on the contents of the Protocol. It consists of four modules that address key aspects of such investigations.[9] Annex 3 contains information provided by the Attorney General's Office on trials involving cases of sexual violence allegedly perpetrated by public and law enforcement officials.

57. In 2018, with a view to building institutional capacity for the effective implementation of Act No. 1257, work was done at the technical level and with a rights-based focus to strengthen family services units and the intersectoral

[8] Between October 2017 and August 2018, 574 officials, 264 prosecutors and 310 judicial police officers took part in workshops on the Protocol and checklist.

[9] Knowledge of acts of sexual violence; planning the investigation of such violence; collecting evidence in such cases; and prosecuting such acts.

coordination mechanism on gender-based violence in 12 priority municipalities (see paragraph 19 above).

58. To prevent the stigmatization of victims of violence and sexual abuse, the Government has established a standing coordination platform known as the Inter-institutional technical panel on symbolic reparation for women victims of sexual violence in the context of the internal armed conflict.[10] This platform is facilitating gradual, progressive and sustainable efforts by the Government to open the way for victims to avail themselves of their right to symbolic reparation and helping to change beliefs and factors that contributed to, enabled and normalized these serious attacks.

59. As noted in response to a request from the Committee, the Integrated Information System on Gender-based Violence enables the cross-checking of different sources of information on both behaviour related to sexual violence and the institutional response for the restoration of rights. The System falls within the purview of the information systems subcommittee, which is one of the subcommittees of the above-mentioned coordination mechanism (see paragraph 47) and is coordinated by the Ministry of Health and Social Security and the National Statistical Office.

60. The Integrated Information System on Gender-based Violence is currently located in the National Observatory on Violence, for which it is working on a proposal to sort information on the basis of a series of indicators related to: the characterization of gender-based violence; the characterization of victims and perpetrators; the impact of gender-based violence (individual and social); the institutional response to gender-based violence; and norms, roles and stereotypes relating to gender-based violence. At the time of writing, a conceptualization of sexual violence in terms of physical and psychological violence has been established.

61. In order to encourage prevention and the establishment of a protective environment for young children, the Colombian Family Welfare Institute has a support plan that is tailored to the needs, interests and characteristics of families, caregivers and pregnant women and designed to strengthen practices in the care and upbringing of children that will foster their full development. In 2017 and 2018, awareness-raising campaigns directed at children, adolescents, parents and caregivers were developed to prevent violations of and promote those groups' rights.[11]

Trafficking and sexual exploitation

62. To ensure implementation of the national strategy to combat trafficking in persons, between 2017 and 2018 the Ministry of the Interior provided technical assistance in 30 departments on the corresponding regulatory framework; the spheres of competence of the committees; the characterization, aims and types of trafficking in persons; and the assistance programme.

63. In an effort to reinforce inter-institutional coordination, inter-administrative agreements were signed, including between the Colombian Family Welfare Institute and the Attorney General's Office (agreement 0990); the Ministry of Education of Bogota, D.C. and the Attorney General's Office; and the Ministry of Health and Social Security and the Attorney General's Office (agreement 627). In addition, efforts are ongoing together with civil society and various international organizations with

[10] Initiatives in support of women victims of sexual violence are grouped into the following strategic areas: the commemoration of 25 May and 25 November; the documentation and preservation of historical memory; vertical and horizontal technical support; and the process of providing women victims, individually and collectively, with full reparation.

[11] The campaigns included: preventing crime and promoting the rights of children and adolescents; the Andean Week for the prevention of teenage pregnancies; combating child labour; fostering harmony in schools; combating the commercial sexual exploitation of children and adolescents; and preventing human trafficking.

regard to activities that emphasize prevention and investigation (para. 93, National Report).

64. The Attorney General's Office and the National Police are jointly developing an action plan the main aspect of which is the establishment of Working Committee No. 5 on childhood and adolescence, which aims to design coordinated strategies and activities to improve the institutional response when children and adolescents are victimized and when minors are used in the commission of offences.

65. To address the high rates of trafficking, sexual exploitation and sexual violence faced by migrant and refugee women and girls, the Ministry of the Interior, as the technical secretariat of the Inter-institutional Committee to Combat Trafficking in Persons, coordinates assistance and investigation in these cases with the competent bodies.

66. The Committee on the Elimination of Discrimination against Women should note that when cases of sexual exploitation and sexual violence involving migrant or refugee girls and adolescents are reported to an administrative authority, an administrative process is initiated to restore rights and the system for the provision of care in cases of sexual violence is immediately activated. Cases are referred to the Attorney General's Office so that it can pursue investigations.

67. If a case of trafficking in persons for the purpose of servile marriage, servitude or forced labour is confirmed, the administrative authority informs the Anti-Human Trafficking Operations Centre, which coordinates with legal bodies to identify and prosecute those responsible. If the crime was committed for the purposes of sexual exploitation, in addition to coordinating with the Centre, the administrative authority activates the system for the provision of care in cases of sexual violence. Efforts to restore rights in cases involving minors are coordinated with the Colombian Family Welfare Institute.[12]

68. The Intersectoral Commission for Migration takes joint action to combat the sexual exploitation of Venezuelan women. The Crime Observatory's trafficking in persons group conducts investigations related to such exploitation and to Venezuelan immigration to make documentation available to guide action effectively.

69. The Attorney General's Office actively participates in the various entities concerned and deploys judicial police to verify acts reported through its local offices and the coordination bodies.

70. As the bodies responsible for investigation and prosecution, the National Police and the Attorney General's Office (Decree No. 4222/2006 and Decrees No. 016/2014 and No. 898/2017, respectively) are in charge of identifying alleged perpetrators.

71. With regard to the measures taken to prevent trafficking of indigenous, Afro-Colombian and internally displaced women for the purposes of sexual exploitation and forced labour, the Ministry of the Interior coordinates activities to raise awareness regarding and prevent crime involving these groups.

72. In 2018, the national policy on childhood and adolescence and the policy line on the prevention and eradication of commercial sexual exploitation of children and adolescents were adopted to promote comprehensive care and the coordination of work among the institutions of the family welfare system.

[12] In 2016, an agreement was signed with the United Nations Office on Drugs and Crime to strengthen the Colombian Family Welfare Institute's identification and response capacity. The corresponding guidance document was developed for specialized care for victims of all forms of human trafficking.

73. To prevent the commercial sexual exploitation and sex trafficking of children and adolescents under the Colombia-Brazil-Peru tri-border strategy,[13] the Attorney General's Office and the Colombian Family Welfare Institute, in coordination with the United Nations Children's Fund (UNICEF) and Fundación Renacer, conduct activities aimed at children and adolescents, tourism service providers, teachers, parents and caregivers, particularly in the municipalities of Leticia and Puerto Nariño (Amazonas), as well as at public servants.

74. The Attorney General's Office is working with various civil society organizations to identify acts of human trafficking and exploitation. Similarly, the Office established a special working group that monitors acts of violence against groups that require special protection and has been able to bring proceedings in that area.

Participation in political and public life

75. Colombia continues to promote women's participation in national and international forums in order to guarantee the inclusion of a gender perspective and the effective enjoyment of human rights on an equal footing.

76. In that connection, gender parity has been achieved in the cabinet, where 8 of the 16 ministries are led by women. In addition, women have been appointed as Directors of the Department for Social Prosperity, the National Planning Department, the National Lands Agency and the Colombian Institute for the Evaluation of Education.

77. The Ministry of the Interior is implementing strategies to promote women's participation in the country. The first of these, mentioned in the ninth national report, is related to the More Women, More Democracy strategy, which has a number of components, including a web page[14] where women candidates can create their own interface, share their government proposals and programmes and access social media.

78. The strategy includes political training courses, where instruction is provided in such fields as campaign strategies and the strengthening of participants' leadership and decision-making in activities in their local area. To provide ongoing support for advocacy involving women and various organizations, such initiatives are conducted continuously and not only in the run-up to elections.

79. An assessment of the strategies carried out in 2017 revealed that they brought benefits related to the acquisition of political skills, closeness to the electorate, the strengthening of discourse and the development of measures to advance the rights of women and gender equality.

80. Recruitment and continued employment in the public sector in Colombia is governed by the constitutional principle of merit. In line with National Council on Economic and Social Policy document 3918/2018 (see paras. 5 and 6 above), the indicator related to the participation of women in managerial positions was established, with a 2018 target of 44.5 per cent, rising to 50 per cent by 2030. In 2017, women held 43 per cent of all State managerial positions.

81. With the assistance of the Ministry of the Interior and the participation of women from all regions, an event entitled the "National Meeting of Black, Afro-Colombian, Raizal and Palenquera Women: Empowerment and Integral Development" was held in August 2018 to address structural discriminatory practices

[13] In conjunction with the memorandum of understanding between Colombia and Ecuador, investigation and prosecution activities are being strengthened in border areas where the indigenous population is highly vulnerable.

[14] http://granmujeresmasdemocracia.mininterior.gov.co/.

and attitudes related to ethnicity and gender. Its purpose was to consolidate experiences and lessons learned drawn from the territories that have contributed to the inclusion and development of these groups, from the perspective of their ethnic and gender rights, in order to close poverty gaps, eliminate gender-based violence and promote political autonomy.

Women human rights defenders

82. The Government promotes the strengthening of dialogue, exchange and the collective construction of proposals with women's organizations, civil society and control bodies, with a view to transforming the violence that women can face as a result of their work to defend human rights.

83. This led to the establishment of a comprehensive programme of guarantees for women leaders and human rights defenders (Decision No. 845/2018), the product of a valuable participatory process of exchange and consultation between the State and organizations of the women's social movement. The comprehensive programme has a plan of action that for the second half of 2018 is divided into action lines under the programme's headings of prevention, protection and non-recurrence.

84. The plan was developed using a participatory methodology of consultations with the member and guest institutions of the Intersectoral Commission on Guarantees for Women Leaders and Human Rights Defenders, with the cooperation and commitment of 26 national entities.

85. The aforementioned progress has occurred at a pivotal moment for the nation, at which the work of women human rights defenders and social leaders has been prominent, and which is therefore an opportunity to coordinate institutional efforts to combat stigmatization and protect the right of women to organization, participation and social mobilization throughout the country.

86. In 2016, the Attorney General's Office designed and implemented a strategy for the investigation and prosecution of murders of human rights defenders. This strategy includes action lines that have led to improvements in solving such murders. As of September 2018, out of 198 homicide cases reported by the Office of the United Nations High Commissioner for Human Rights, the Attorney General's Office had made progress in solving 105 cases (53 per cent) as follows: 19 judgments, 38 ongoing trials, 22 cases with charges brought and 26 under investigation with arrest warrants in effect.

87. In 2017, the Attorney General's Office issued Directive No. 002 laying down general guidelines for the investigation of crimes committed against human rights defenders and guidelines for addressing the concept of human rights defenders, due diligence in the criminal investigation of crimes committed and the investigation of murders of defenders.

88. The National Protection Unit has participated in the construction and implementation of the comprehensive programme of guarantees. The following aspects are worth noting:

- The temporary relocation support measure was applied to 76 women leaders.
- The implementation of the collective protection road map (Decree No. 2078/2017) benefited six organizations of women leaders and human rights defenders. Three are being protected and the collective risk to the others is being assessed.
- With the support of Sisma Mujer, a protocol, implemented since September 2018, was established for the analysis of the level of risk to women leaders and defenders.

- Fourteen one-day events, of which three were for the lesbian, gay, bisexual and transgender sector, were held to prepare and raise awareness regarding protection schemes for women leaders and defenders.
- Four meetings of the women's Committee for Risk Assessment and Recommended Measures were held, at which 108 cases were analysed: the level of risk was determined to be regular in 7 cases and extraordinary in 101 cases. In all 108 cases, material protective and complementary measures were taken.

Education

89. Colombia has managed to reduce the birth rate in adolescents aged 15 to 19 from 72 births per 1,000 women in 2012 to 61 births per 1,000 women in 2016. This achievement is a result of the implementation since 2003 of the sexual and reproductive health policy, which has been strengthened by the establishment of the Intersectoral Committee for the Promotion of Sexual and Reproductive Rights. These efforts are complemented by the 2015-2025 national strategy for the comprehensive care of children and adolescents with an emphasis on the prevention of child and teenage pregnancy.

90. Examples of progress under the strategy, which is prioritized in 563 municipalities of Colombia, are given below:

- The strategy has been implemented in 82 per cent of municipalities.
- 84 per cent of municipalities have intersectoral coordination mechanisms for the prevention of teenage pregnancy.
- 88 per cent of municipalities have development plans that include policies, programmes and projects for the prevention of teenage pregnancy.
- 75 per cent of municipalities (423) have at least one friendly health service in operation in any of their three care categories.
- 84 per cent of municipalities promote and encourage activities by children and adolescents related to sexual and reproductive rights.
- 73 education boards have been certified and benefit from activities under the programme of education for sexuality and the construction of citizenship, and 32 per cent of educational institutions implement the programme.
- 269 municipalities targeted under the strategy are implementing one-day events at one or more levels of primary, secondary and middle-school education.
- A ministerial directive on the provision of educational services has been issued to ensure that pregnant girls and adolescents continue to attend school.
- The project entitled "My dream is a grade" has been implemented in three municipalities in the department of César, benefitting 600 children and adolescents.
- The Colombian Family Welfare Institute provided direct assistance to 15,449 children and adolescents in 2016 (19 municipalities) and 7,505 children and adolescents in 2018 (81 municipalities).

91. To help to meet the targets under Sustainable Development Goals 3 and 5, the road map for the promotion and maintenance of health and the maternal and perinatal road map have been strengthened to give adolescents and young people more information regarding sexual and reproductive rights and access to effective long-term contraceptive methods, and to prevent, identify and respond to pregnancies and to diseases and deaths associated with teenage pregnancy.

92. In February 2018, the Ministry of Education issued Directive No. 01 on guidance to prevent child and teenage mothers, pregnant girls and adolescents and teenage fathers, especially victims of the armed conflict, from dropping out of school, which was disseminated widely. It sets out the responsibilities of education boards and schools, and its implementation at the subnational level is planned.

93. The Colombian Family Welfare Institute has issued technical guidelines for the specialized programme of care for pregnant or nursing adolescents and women over 18 years of age whose rights are threatened or violated, which covers assistance and care for these population groups.

94. To provide intercultural and bilingual education, since 2016 the Colombian Family Welfare Institute has been implementing suitable intercultural methods to guarantee early education for young girls and pregnant women through a comprehensive approach with appropriate, high-quality strategies and initiatives based on suitable intercultural perspectives. To that end, the Institute fosters links with the intercultural human talent of educators and community motivators, who should preferably speak the mother tongue of the communities concerned. In 2018, 57,042 girls of up to five years of age and 6,764 pregnant women from indigenous communities in 19 departments are receiving such education.

Employment

95. In order to reduce the wage gap between men and women, including indigenous and Afro-Colombian women, the Ministry of Labour, through the National Programme for Occupational Equity has taken a range of actions, as follows:

- Submission of proposals for amendments to Act No. 1496/2011, considering objective factors for wage evaluation.
- Implementation of the Equipares certification programme for gender equality management systems, which is now applied at 67 companies and benefits more than 140,000 men and women workers. A specific dimension of the certificate is designed to guarantee equal pay for men and women.
- Training for officials and labour inspectors on the regulations related to gender equality in the workplace.
- Dissemination of formalization road maps to women in sectors where a high proportion of the workforce is female.
- Development of research aimed at reducing the various gender gaps in the labour market (pay gap and barriers to the entry of women into the labour market).

96. The Ministry of Labour has developed a progressive plan to strengthen the protection and social security system through a differential approach, taking into account the specific situation of women, to promote integration and the closing of gaps between rural and urban areas. The plan has an employment and self-employment road map for persons with disabilities in rural areas and women in non-traditional fields; and a rural employment road map for recruitment for plans and programmes developed in the area. To that end, multisectoral activities and coordination and participation forums are proposed, involving women and various entities and strategies in order to employ women in non-traditional areas of production.

97. Domestic work protected under International Labour Organization (ILO) Convention No. 189 was incorporated into the legal system of Colombia by Act No. 1595/2012 and developed in Act No. 1788/2016.

98. To enable the implementation of Act No. 1788/2016, the Ministry of Labour (subnational directorates and labour inspectorates) has a service for the provision of advice to domestic male and female workers on their employment rights and obligations, basic information on working hours, wages, Sunday and holiday payments, social security, payment of social benefits and the thirteenth month's salary. The Ministry of Labour has a Centre for Labour Guidance and Services that provides assistance to any worker through various channels (offices, technological or interactive channels, in writing and by telephone).

99. In 2016, a committee was established to follow up on the implementation of ILO Convention No. 189 (Decision No. 2757/2016) with a view to promoting decent paid domestic work. At the committee's March 2018 meeting, the thematic structure of the inter-union agenda for the domestic work sector was presented. The April 2018 meeting addressed strengthening the dissemination of Act No. 1788/2016 and coordination to support awareness-raising regarding institutional activities to formalize employment and access to the thirteenth month's salary for workers and domestic workers.

100. International Labour Organization Conventions No. 81 and No. 129, which have been ratified by Colombia, provide for a system of labour inspections that is the responsibility of the Colombian Ministry of Labour. So far in 2018, labour inspectors have conducted 7,873 inspection visits (preventive and reactive inspections).

101. One hundred and ninety fines, in a total amount of $976,052, were imposed from January to September 2018 as a result of administrative investigations of violation of women's labour rights in all sectors of the economy. The most frequent violation is pension system evasion and avoidance (46 cases). Fifteen fines, in a total amount of $16,319, were imposed in administrative investigations of violations of labour rights in households employing domestic workers[15] between January and September 2018.

Health

102. To assess the impact of maternal and child health programmes and policies, for more than two decades Colombia has used the National Demographics and Health Survey to obtain a national and regional panorama of the effective enjoyment of sexual and reproductive rights.

103. The Ministry of Health has a public health external maternal morbidity surveillance system that requires subnational entities to measure the health situation and identify gaps in processes to respond to obstetric complications through a series of indicators. National Council on Economic and Social Policy document 3918 (see paras. 5 and 6 above) on maternal and child health establishes two indicators with their respective national goals.[16]

104. The Colombian State, aware of gaps in access in rural communities that require the implementation of a differential health model, has designed and implemented a comprehensive strategy that falls under the Comprehensive Health-care Model,[17] which has four components, related to primary health care; family and community health; comprehensive risk management in health; and a differential approach to adapt

[15] The activities of individual households as producers of goods and services for their own use are not differentiated from the activities of individual households as employers of domestic personnel

[16] SDG 2 indicator: rate of mortality from undernourishment in children under 5 (per 100,000 children under 5) national target for 2018: 6.5. SDG 3 indicator: maternal mortality rate (per 100,000 live births) national target for 2018: 51.0.

[17] The model is a tool for the coordination and harmonization of health insurance and health-care provision and the development of policies, plans and programmes in individual and collective health, in line with the health situation of individuals, families and communities.

the model to each local and population context. In each of the components, improvements are proposed in the supply of contraceptives; social support networks for maternal and perinatal health and enforceability of rights; stronger health-care services; and higher quality, more humanization and better conditions for institutional and home births.

105. The table below contains official maternal mortality figures that show a downward trend as a result of the care policies implemented:

Year	*Maternal mortality rate*	*Perinatal mortality rate**	*Late neonatal mortality rate*
2014	53.65	13.38	2.11
2015	53.71	13.93	1.94
2016	51.27	13.73	2.01

Source: National Statistical Office, SISPRO. April -2018.

106. A Clinical Safety Model for Emergency Obstetric Care is being implemented throughout the country. All departments and primary data units have mandatory epidemiological surveillance for extreme maternal morbidities under the National Public Health Monitoring System. Great attention is paid to training in clinical safety procedures and strategies to prevent extreme maternal morbidity; dissemination of the toolkit for the model in national meetings and local technical visits; and the delivery of supplies for emergency obstetric care.

107. The actions of the Colombian State to reduce unsafe abortion and promote the right to reproductive self-determination for women, through the Ministry of Health, include the promotion of comprehensive advisory work, the delivery of information on voluntary termination of pregnancy and assurance of service delivery throughout the country under a differential and rights-based approach. The following progress has been made in that area:

- Adoption of the maternal and perinatal care scheme, which aims to ensure access to voluntary termination of pregnancy.
- Provision of abortion services (medical and biopsychosocial) within the health system, independent of affiliation regime.
- Additional Ministry of Health tools related to the voluntary termination of pregnancy, such as the health sector protocol to the document for the prevention of unsafe abortion; technical guidelines on abortion aftercare and complications; technical guidelines on the comprehensive care of voluntary termination of pregnancy at the first level of complexity; and technical guidelines on orientation and advice related to voluntary termination of pregnancy.
- Dissemination of information materials on the right of women and girls to decide on voluntary termination and information on measures to implement the protocol to prevent unsafe abortion, especially in rural, indigenous and Afro-Colombian communities.
- Intersectoral activities and technical assistance for the various subnational health directorates.

108. To implement Decision No. 1904/2017, a plan was designed and put into effect with the following developments: awareness-raising regarding the decision among key players in the general health and social security system; the design and dissemination, among subnational entities, insurers and service providers at the departmental and district levels, of tools related to the decision; a website on the sexual and reproductive rights of persons with disabilities; linkage of the provisions

of the decision on sexual and reproductive health care to the comprehensive road maps related to care for the promotion and maintenance of health for the maternal and perinatal population.

109. As part of the monitoring of sterilization procedures received by persons with disabilities, between 2017 and July 2018, 843 persons received medical procedures related to sterilization. Of those, 758 were women and 85 were men. It should be noted that compared with previous years there has been a decrease in this practice.

Rural women

110. With a view to the adoption of the Comprehensive Public Policy on Rural Women, the Ministry of Agriculture and Rural Development and the Presidential Council for Women's Equity are making significant efforts to strengthen the participation of women living in the Colombian countryside in the formulation of the policy. In that respect, the following steps are being taken:

- Design of and consultation and awareness-raising regarding the methodology for the participation of women through focus groups organized in four departments (Boyacá, Tolima, Guaviare and Cundinamarca).
- Process to strengthen leadership and the presentation of policy proposals in four departments (Guajira, Nariño, Chocó and Cauca) through the design and piloting of a game-based pedagogical tool that facilitates the participation of women with low levels of literacy. The process was supported by the Spanish Agency for International Development Cooperation and concluded with the implementation of the pedagogical module on searches, decisions and learning for the participation of rural women.
- The above-mentioned processes involved representatives of 200 national and subnational organizations of rural women and 120 public officials, representatives of non-governmental organizations and international cooperation agencies.

111. With support provided through international cooperation, the Ministry of Agriculture and Rural Development has developed public policy guidelines for rural women, which are being revised in order to be disseminated and refined by interested actors. The guidelines will be an indispensable tool for the development of the Comprehensive Public Policy on Rural Women.

112. The Directorate of Rural Women of the Ministry of Agriculture and Rural Development has been strengthened through an increase in personnel to the current level of 15 staff members. The team receives technical assistance (from the European Union, UN-Women and the United Nations Food and Agriculture Organization) to build its capacities and respond appropriately to the requirements and needs of rural women.

113. In Decree No. 2145/2017, article 34 of Act No. 731/2002 was regulated; a plan for the review, assessment and follow-up of programmes for rural women was adopted; and an inter-institutional committee to follow up on the plan was established. The Committee's work includes consideration of the participation of rural women from the perspective of their diversity and fosters the coordination and promotion of programmes and laws to benefit such women. The process for selecting women to be members of the Committee is currently being defined.

114. Pursuant to Act No. 1753/2015, the Colombian State is obliged to ensure the participation of rural women in policy development. Therefore, during the design of the methodology for the participation of rural women in the formulation of the public policy on such women, between October and January 2018, workshops were

conducted in eight departments, with the participation of representatives of national and subnational rural women's organizations; public servants; non-governmental organizations; and international cooperation bodies.

115. In 2018, Act No. 1900 was adopted, establishing criteria for gender equality in the award of wasteland, rural housing and productive projects. Under the Act, priority is given to rural women in the initiatives developed by the National Lands Agency, with special emphasis on those living in poverty and marginalization and female heads of household.

116. Decision No. 740/2017, regulating plans for the social organization of land, provides for the mainstreaming of a differential approach to ensure participation and the availability, accessibility, quality and acceptability of land rights in Colombia. A community participation strategy entitled "Seedbed of land and territory" was launched to encourage people to support, promote and accelerate such plans. Eleven meetings have been held to raise communities' awareness regarding women's rights to land.

117. Decree-Law No. 902/2017 establishes objective rules for the registration of subjects of social organization of land and establishes measures to obtain higher scores and better positions for rural women beneficiaries of programmes to allocate land in line with established criteria.

118. For the land survey, the technical teams are trained so that, during visits to a property, they can recognize and guarantee women's land rights by asking about the direct exploitation of the land by the women on that property, including those in the care economy, and reiterating the importance of both men and women actively participating in visits.

119. Through Decision No. 4180/2018, the National Lands Agency established a coordinating unit for gender equity and rural women to promote gender mainstreaming in planning, implementation and evaluation.

120. The Agency encourages the principles of voluntariness, self-nomination and access, in addition to the participation of beneficiaries in all phases of comprehensive agricultural and rural development projects, including formulation and implementation. The projects are regulated by Agreement No. 007/2017.

Migrant, asylum-seeking and refugee women

121. The Government of Colombia is working to redesign its comprehensive migration policy. The policy sets out general guidelines and institutional coordination forums to regulate, in line with human rights guarantees, such matters as foreigners' arrival and stay in and departure from the national territory; nationals' arrival in and departure from the national territory; and the administrative procedures for migration.

122. If girl and adolescent migrants, asylum-seekers or refugees have their rights threatened or violated, the competent administrative authority begins a process to ensure the effective restoration of their rights in coordination with the various entities that make up the national family welfare system.

123. To ensure adequate protection and assistance for migrant women in cases of gender-based violence involving girls and adolescents, the Children and Adolescents' Code establishes that its provisions apply to all national or foreign children and adolescents within the national territory. Therefore, the Government of Colombia guarantees their protection and assistance through the Colombian Family Welfare Institute.

Marriage and family relations

124. The Colombian Family Welfare Institute supported Bill No. 006/2015, which expired and was shelved. The Institute will continue to support the initiative and give its determined backing to actions to guarantee the sexual and reproductive rights of children and adolescents.

125. In order to protect girls under the age of 18 who have been permitted to marry, the technical guidelines for the care of children and adolescents whose rights are threatened or violated provide tools for care, support and the coordination of efforts. The tools have been strengthened through the implementation of recently adopted policies (see para. 93 above).

126. To change cultural attitudes to early marriage, the Colombian Family Welfare Institute is developing various mechanisms for the provision of differential care to ethnic peoples with components that are essential for strengthening families and forums for organization and decision-making. The work being carried out jointly with families and communities helps to build forums for dialogue, knowledge-sharing, intercultural learning and support for processes aimed at strengthening the organizational capacities of communities as the foundation for ensuring their autonomy, which will change cultural attitudes to early marriage.

127. The Colombian Family Welfare Institute participates in the technical committee convened by UNICEF, UN-Women and the United Nations Population Fund in relation to the inter-institutional and inter-agency joint programme to eradicate child marriage and early unions in Colombia.

128. During the Andean week for the prevention of teenage pregnancy, which was held in Colombia in September 2018, child marriage and early union issues were included as the focus of discussion regarding advances in educational processes that would end the normalization of gender-based violence and child marriage and early unions, which are decisive in terms of the causes and effects of adolescent pregnancy.

Disaster risk reduction and climate change

129. In Colombia, a gender perspective was incorporated into the national climate change adaptation plan through the document entitled "Priority lines of action for climate change adaptation", which sets out the need to analyse measures with a differential approach from such perspectives as, inter alia, gender, age groups and disability.

130. With regard to the inclusion of women in the processes and instruments for disaster risk management, article 3, paragraph 1, of Act No. 1523/2012 defines equality as a guiding principle in risk management.

131. A strategic objective of the 2015–2025 national plan for disaster risk management is the strengthening of governance, education and social communication in risk management from a differential, gender-sensitive perspective that respects cultural diversity, through the recognition of protection and gender equality in all processes of citizen participation for the implementation of the national disaster risk management policy.

132. The national plan for disaster risk management proposes the following actions to which a gender perspective is applicable: training for entities of the national disaster risk management system in the design, implementation and evaluation of risk management strategies with a differential, gender-sensitive approach that respects cultural diversity; and guidelines for the incorporation of a differential risk management approach.